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22 MAR 1956

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: I.G. Survey Report on the Agency's ELINT Program

1. The attached I.G. survey report summarizes the results of a survey conducted by this staff of the current status of the Agency's ELINT Program. You will note that the report describes several serious deficiencies in the Program and contains appropriate recommendations for corrective action.

2. Since the conduct of the Agency's ELINT Program is a joint responsibility, memoranda for the CIA ELINT Staff Officer, the Deputy Director for Plans, the Deputy Director for Support, and the Deputy Director for Intelligence have been prepared for your signature forwarding them copies of the report with the request that they provide you with their comments no later than 15 April 1956.

/s/ Lyman Kirkpatrick

Lyman B. Kirkpatrick
Inspector General

19 March 1956

Distribution:

Orig & 1 - DCI
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I.G. SURVEY
AGENCY ELINT PROGRAM

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I. PURPOSE

A. The purpose of this survey was to review and evaluate the current status of the Agency's ELINT Program conducted jointly by the ID/P, ID/I, and the Director of Communications and approved by the EDCI in April 1955. This survey was initiated by the Inspector General as a result of numerous complaints to the I.G. Staff concerning the current status of the Program. These reports emanating from responsible personnel in ID/P, ID/I, and ID/S (Office of Communications) elements indicated the existence of serious deficiencies in the conduct of ELINT activities which if not defined and corrected could lead to serious embarrassment to the Agency in its participation in the national ELINT effort established by NSCID No. 17.

B. Within the intent of the purpose outlined above, this survey included a detailed appraisal of the origin and history of ELINT activities, the current status of the ELINT Program, intra-Agency ELINT responsibilities and the nature and scope of Agency participation in ELINT plans and programs on an inter-departmental level. During this survey, interviews were held with responsible officials and personnel in the ID/S (Office of Communications), ID/P and ID/I components and all pertinent documentation was given thorough study.

II. SUMMARY AND RECOMMENDATIONSA. SUMMARY

1. The Agency's current ELINT efforts are based on the authority contained in a study approved by the EDCI in April 1955 entitled, "Agency ELINT Program for FY 1955, 1956 and 1957." This Program contained phased estimates

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of Agency capabilities to meet certain gaps in existing ELINT coverage including budgetary, personnel, and equipment requirements. It was prepared after nearly two years effort by the ELINT Advisory Committee comprised of representatives of DD/P, DD/I and DD/S (Office of Communications) working in close conjunction with the ELINT Staff Officer. Incident to preparation of the Program a proposed statement of intra-Agency ELINT responsibilities was prepared by the ELINT Advisory Committee and forwarded to the ELINT Staff Officer for approval on 17 December 1954.

2. Despite this firm and authoritative basis for the creation of a planned program for the conduct of ELINT activities, little progress has been achieved. Those few ELINT operations projected or now in progress have been of marginal success thus far and were either initiated prior to the establishment of the Program or created in response to "ad hoc" operational opportunities without adequate reference to total capabilities or Agency participation in the national ELINT Program as established by NSCID No. 17. The survey noted several specific deficiencies which have served to limit effective implementation of the Program as approved by the DDCL. They are summarized as follows:

a. No clear and authoritative statement of ELINT policy has ever been issued and the intra-Agency ELINT responsibilities defined originally by the ELINT Advisory Committee have never been approved or published. These definitions of the relative responsibilities of the DD/P, DD/I (OSI), DD/S (Office of Communications), the ELINT Advisory Committee and the ELINT Staff Officer, are still acceptable (with minor modification due to organizational changes) to the majority of offices concerned. As an alternative,

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the ELINT Staff Officer has proposed substitute statements defining his responsibilities and those of the ELINT Advisory Committee which are not considered feasible in that they conflict with the basic command prerogatives of the operating components.

b. In the absence of realistic planning and authoritative assignment of responsibility, serious disagreement has developed between the Office of Communications and the ELINT Staff as to the design, procurement and use of ELINT equipment. In addition, the capabilities of the Office of Communications in this respect have become seriously limited by the demands of other priority projects (ASWATONE This has resulted in an impractical proposal by the ELINT Staff Officer that responsibility for certain aspects of technical ELINT support be further extended to the Technical Support Staff of HD/P with all of the hazards of duplication and confusion attendant upon such extension prior to consolidation and re-evaluation of the Program as a whole.

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c. The provision in the original Program that the allocation and expenditure of Agency funds for ELINT activities be considered as a part of normal Agency and office budgetary planning cycles under the general coordination of the ELINT Staff Officer has apparently been overlooked, and it was necessary to request supplemental funds for ELINT activities for FY 1976. Authority for the allocation and obligation of these funds has not been established due to intra-office disagreement and misunderstanding of the budgetary concepts in the original Program.

2. It is considered essential that the current heterogeneous ELINT activities of the Agency be consolidated into the systematic and coordinated program envisaged in the original and authoritative Program. ELINT activities

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are not of an especially sensitive nature and can best be handled within the existing organizational frameworks of the Agency components involved, provided clearly defined statements of responsibility are established. The ELINT Staff Officer should avail himself of the knowledge, competence and continuity of the ELINT Advisory Committee (which has not been convened in over nine months) to review and reinstate the provisions and concepts of the original Program.

B. RECOMMENDATIONS

In order to effect corrective implementing action, it is recommended that:

The DCI direct:

1. The ELINT Staff Officer to convene the ELINT Advisory Committee no later than 15 April 1976 for the purpose of revising its original statement of intra-Agency responsibilities to conform to current organization and terminology. (See Page 12)
2. That this revised statement be used as a basis for the immediate preparation by the ELINT Staff of appropriate Agency issuances defining ELINT policies, responsibilities and procedures. (See Page 12)
3. Responsibility for the technical support of the Agency's ELINT Program remain with the Office of Communications and be formalized by appropriate Agency regulatory issuance in accordance with the recommendations in Section V., Page 12 of this report. (See Page 14)
4. The allocation and expenditure of Agency funds for ELINT activities be considered as a part of normal Agency and office budgetary planning cycles with the proviso that the approval of each individual project be coordinated with the ELINT Staff Officer for determination as to its validity in terms

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of the Agency's over-all ELINT Program and to permit him to keep the DCI advised as to total expenditures for Agency ELINT activities. (See Page 16)

5. The DCI direct that the ELINT Staff Officer, in conjunction with the ELINT Advisory Committee, review the original Agency ELINT Program and incorporate such revision as may be necessary to conform to current Agency capabilities for re-submission for DCI approval no later than 15 April 1956. (See Page 17)

III. HISTORY OF THE PROGRAM

A. The origin of the Agency's current ELINT Program dates from the creation of an "ad hoc" working group by the DD/I and DD/P in October 1953. This group comprised of senior representatives of these two major Agency components was to review and recommend terms of reference for a permanent intra-Agency ELINT planning and programming element. After extensive study, this group prepared a staff study for DCI approval which recommended: (1) The designation of the AD/SI as the Agency Staff Officer responsible for the all inclusive review on a continuing basis of Agency responsibilities, potential, and capabilities in the ELINT field including staff supervision of the development of a sound and realistic Agency ELINT Program; (2) That the DD/I, DD/P and the Office of Communications be charged with the development of ELINT plans and programs under the general coordination of the AD/SI; (3) That a permanent intra-Agency advisory committee to the AD/SI be established comprised of representatives of the AD/SI, AD/CI (DD/I), C/FI and C/PM (DD/P), and the AD/CO to provide for the effective development of integrated Agency programming in this field consistent with progress of the Department of Defense as brought together under the USCIB; and (4) That the AD/SI be authorized to create a permanent ELINT Staff to assist in discharge of his responsibilities. This study was approved by the DCI on 29 May 1954, as a frame of reference for the development of an Agency ELINT Program.

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B. The permanent ELINT Advisory Committee created by DCI approval of the initial staff study, under the general guidance of the AD/SI, prepared an Agency ELINT Program for Fiscal Years 1955, 1956 and 1957. This Program, while necessarily general in nature, described the Agency's potential and current capabilities for ELINT collection activities; recommended certain basic policies for DCI approval; outlined a phased program of ELINT activities; established certain general capabilities and requirements by area and priority; and recommended the appointment of a permanent Agency ELINT Staff Officer to assist in integrating and coordinating the activities of all Agency components in achieving the ultimate goals set forth in the Program. This Program was approved by the DDCI in April 1955, and the AD/SI was appointed as the CIA ELINT Staff Officer. Concurrent with its work in the formulation of an over-all Agency ELINT Program, the ELINT Advisory Committee prepared a comprehensive statement of intra-Agency responsibilities and recommended to the AD/SI that it be published as an Agency issuance to delineate the respective ELINT responsibilities of the Agency components involved including the DD/P, DD/I (OSI and OCI), the Office of Communications, the ELINT Staff Officer and the ELINT Advisory Committee. Formal approval and publication of this statement was deferred by the AD/SI pending approval of the Program, then in the process of preparation.

C. In view of the importance of ELINT as a new and valuable collection technique and in recognition of the need for the direction and coordination of ELINT activities on a national level, NSCIB No. 17 was issued on 16 May 1955. This directive established the USCIB as the ELINT policy making body for the U.S. intelligence community and charged the Secretary of Defense with the creation of a national Technical Processing Center, a joint project for the processing, evaluation, and dissemination of ELINT collected data in which the Agency would participate on an equal basis with the Defense components. Pursuant to the

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authority assigned him in NSCIB No. 17, the Secretary of Defense issued a directive dated 13 July 1955, which established the Secretary of the Air Force as executive agent of the Department of Defense to direct and supervise the consolidated processing, analysis and dissemination of ELINT intelligence and to guide and coordinate the ELINT activities of all Defense components. This responsibility has subsequently been assigned by the Secretary of the Air Force to the Director of Intelligence, USAF, with the assistance of an Advisory Committee comprised of representatives of the three Defense components and the CIA. It is understood that informal agreement has been reached which calls for the establishment of the national Technical Processing Center in Washington as an arm of the Air Technical Intelligence Center at Wright Field. The ELINT Staff Officer agreed to provide its pro rata share of 25 qualified personnel to help staff the Center and has initiated action to recruit and train qualified personnel for this purpose.

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IV. ELINT OPERATIONS

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B. Concurrent with the slow and tedious development of an Agency ELINT Program and the delineation of national ELINT policy and inter-departmental agreement, the Clandestine Services organization, in conjunction with the Office of Communications, OSI, and Defense elements where appropriate, has steadily increased and improved the application of ELINT techniques to the Agency's covert operations abroad. This interim measure pending the establishment of national ELINT policy has been of only marginal productivity, but has demonstrated significant capabilities for covert ELINT coverage. A very brief and general resume of the Agency's current activities include:

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C. Development of the ELINT operations mentioned above was accomplished almost exclusively through the efforts of Staff D. FI/DDP which was assigned responsibility for CS ELINT activity by the COP/DDP in early 1954. Working in close cooperation with the CS area divisions and foreign field stations, the Office of Communications, and the Office of Scientific Intelligence when appropriate, this unit, under the general guidance of the C/FI and the COP/DDP, has performed creditably in recognizing operational opportunities for ELINT collection and implementing action to bring about their development. However, only a few of these projects have progressed beyond an experimental stage.

V. CURRENT STATUS OF THE ELINT PROGRAM

A. It is an unfortunate but significant fact that the Agency has not yet achieved or even approached the essential elements of the realistic, systematic and planned program visualized in the study prepared by the ELINT Advisory Committee and approved by the DDCI in April 1955. While potentially productive and sound, ELINT projects have been successfully developed, their implementation has been hampered and needlessly prolonged by a lack of realistic planning on an Agency level, hastily improvised equipment which the Office of Communications has been forced to produce on a crash basis, confusion as to availability and expenditure of funds and intra-Agency "squabbles" as to prerogatives, responsibilities and policy. As a result, the Agency's Program at this time is not representative of its total capability and is not sufficiently cohesive to support the requirements for covert ELINT coverage that will result from its participation in the national ELINT effort called for by NSCIB No. 17.

B. A review of the factors which have acted to limit implementation of the Program approved by the DDCI, reveals several significant deficiencies which are summarized as follows:

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1. Lack of Clear Statement of Agency Policy and Intra-Agency Responsibilities

a. Despite the strong recommendations of the ELINT Advisory Committee in early 1955, no action has been taken to prepare and publish comprehensive Agency regulatory issuances defining Agency ELINT policy and establishing intra-Agency responsibilities and functions to govern implementation of the approved Program. As a result, the development of ELINT projects and plans has been carried out in response to individual operational opportunities without adequate reference to the Program as a whole or to the technical support capabilities of the Office of Communications which have been increasingly limited by the heavy demands of other high priority projects such as AQUATONE [REDACTED] This dissipation of the Agency's ELINT manpower, potential and capabilities becomes even more critical when viewed in the light of the Agency's participation in ELINT activities on a national scale.

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b. A review of the intra-Agency statement of responsibilities prepared by the ELINT Advisory Committee indicated that it is just as valid today (subject to minor modification to incorporate organizational changes) as it was at the time of its preparation. It was developed by senior representatives of the DD/P, DD/I, and the Office of Communications after lengthy negotiations and review of Agency capabilities as a whole. It clearly delineates the specific mission and functions of each Agency component concerned including those of the ELINT Advisory Committee and the ELINT Staff Officer. The allocation of responsibilities in this statement was in conformance with the established over-all Agency mission and functions of each component and was designed to facilitate maximum utilization of each

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component's capabilities under the guidance and cognizance of the ELINT Staff Officer who was charged with Agency-wide responsibility for staff supervision of the Program. There is nothing in the original statement of responsibilities of the Committee to support the ELINT Staff Officer's views that acceptance of the statement would establish the ELINT Staff Officer as a "tool" of the ELINT Advisory Committee. As originally conceived, the ELINT Advisory Committee was to function strictly as an advisory body to the ELINT Staff Officer and through its composition of representatives of operating components, provide him with authoritative knowledge of the changing potential and capabilities of the Agency with respect to the ELINT Program. The Committee was designed to provide an essential link between the ELINT Staff Officer and the other Agency components concerned. This Committee has not been assembled formally in over nine months and the continuity, experience and knowledge of its members have not been utilized by the ELINT Staff Officer.

c. The position of the Agency's ELINT Staff Officer was established to provide over-all guidance and coordination of the many elements comprising the Agency's ELINT Program; to recommend to the DCI broad Agency policy, planning, and programming in the ELINT field; and to represent the Agency in the national ELINT effort. The ELINT Staff Officer has, however, recently circulated proposed statements of functions for the ELINT Staff Officer and the ELINT Advisory Committee which would assign the ELINT Staff Officer broad approving authority and other responsibilities of a command nature and limit the functions of the ELINT Advisory Committee. These statements have met with the non-concurrence of DD/P elements and the Director of

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Communications as a violation of their basic command responsibilities. It is fallacious and impractical to assume that the ELINT Staff Officer could assume any aspects of command over the operation of individual Agency components without generating more confusion and dissension than exists at present.

d. It is considered essential that immediate action be taken to integrate the Agency's current heterogeneous ELINT efforts into the cohesive and coordinated program envisaged in the original ELINT Program. The permanent ELINT Advisory Committee established in 1954 by DCI authority should be assembled by the ELINT Staff Officer and directed to modify the original statement of intra-Agency responsibilities to conform to current Agency organization and terminology. This statement which is understood to be still generally acceptable to ID/P, ID/I (exclusive of OSI) and the Office of Communications should then be used as a guide for the preparation and publication of appropriate Agency instructions defining policy, mission and functions, and procedures.

It is recommended that:

The DCI direct:

(1) The ELINT Staff Officer to convene the ELINT Advisory Committee no later than 15 April 1956 for the purpose of revising its original statement of intra-Agency responsibilities to conform to current organization and terminology; and

(2) That this revised statement be used as a basis for the immediate preparation by the ELINT Staff of appropriate Agency instructions defining ELINT policies, responsibilities, and procedures.

2. Technical Support of the Agency's ELINT Program

a. The provision of technical electronic support to Agency over-all mission is assigned to the Director of Communications by Agency Regulation

dated 15 January 1954. The Office of Communications, with its

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technically qualified personnel, experience in electronic research, development, and procurement, was informally assigned responsibility for the technical support aspects of the Agency's ELINT Program during its initial development. This action is considered quite logical and sound when considered in the light of its general Agency mission, competence and early experience in this field. Since the approval of the general Agency ELINT Program in April 1955, the Office of Communications has made provision for the selection and training of personnel and the design and procurement of ELINT equipment suitable for application to covert operations. However, several factors have acted to limit the effectiveness of the technical support thus provided.

b. The first and most significant of these is the fact that the Office of Communications has been charged with the priority support of two special projects, AQUADONE [] within the past two years. The personnel and electronic equipment requirements of these two projects have resulted in a serious over-commitment of the capabilities of the Office of Communications. This situation was brought to the attention of the DCI in the I.G. survey report of that office dated 11 January 1956, and appropriate recommendations were made to alleviate the situation.

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c. The second factor involves apparent friction between the ELINT Staff Officer and the Office of Communications as to the design, procurement and use of ELINT equipment. This basic area of disagreement has seriously impaired the progress of the ELINT Program to the point where complete unanimity of opinion has not yet been reached as to the ELINT equipment for

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Both the ELINT Staff and the Office of Communications are at present negotiating with private contractors on the design and development of ELINT equipment. Although such contacts are conducted by mutual agreement there is no clearly established and integrated list of equipment needs phased as to priority and long-range ELINT plans. Technical support is thus also conducted on an "ad hoc" basis with all the potential hazards of duplication and waste attendant on such procedures.

d. It is understood that the ELINT Staff Officer has proposed that the facilities of the Technical Services Staff/TSP be utilized in the research, development, and procurement of specialized ELINT equipment for agent operations and for other activities where concealment is an important factor. Although it is proposed that TSP activities in this respect be conducted under the cognizance and guidance of the Director of Communications, it is believed that the introduction of another Agency component into the field of ELINT technical support would not be conducive to the close integration so vital to the effective implementation of a program of this magnitude. Further delegation of this responsibility is considered inadvisable, certainly at this stage of the Agency's ELINT Program when there has been no specific assignment of responsibilities, long-range planning, or allocation of the Agency's capabilities with relation to those of pertinent Defense components.

It is recommended that:

Responsibility for the technical support of the Agency's ELINT Program remain with the Office of Communications and be formalized by appropriate Agency regulatory issuance in accordance with the recommendations in Section V., Page 12, of this report.

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3. Budgetary Procedures

a. The original Agency ELINT Program approved by the DDCI in April 1955 included an estimated budget of [] for FY 1955, 1956 and 1957. This was an estimate only with the proviso that the budget for 1956 and 1957 would be subject to reassessment in light of actual experience in 1955. Unfortunately, none of the 1955 funds were expended and it became necessary to request a supplemental ELINT allocation of [] for FY 1956. This request has been approved with the stipulation that it must be spent on ELINT activities exclusively. Recently, the DD/S and the Comptroller requested that one individual be designated to approve of ELINT expenditures of the 1956 supplemental funds. It has been proposed that the ELINT Staff Officer be established as the responsible Agency official in this respect. A memorandum has been prepared by the ELINT Staff Officer for DDCI signature which assigns this authority to the ELINT Staff Officer. However, the proposed memorandum also assigns to the ELINT Staff Officer broad responsibilities and approval authority beyond those envisaged in the original Program, does not restrict his fiscal approval to 1956 funds and has been non-concurred in by DD/P elements and the Director of Communications.

b. During the development of the ELINT Program, the problem of providing budgetary support to the Agency's ELINT Program was given careful study. It was recognized that it would be impractical to assign fiscal approval of ELINT projects and programs to the ELINT Staff Officer without also assigning him broad operational approval authority across organizational command lines. It was, therefore, decided that the budgetary requirements

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of the Agency's ELINT Program would be forecast as far in advance as possible by the ELINT Advisory Committee, approved by the DD/I, DD/P and DD/S on an annual program basis for each fiscal year and forwarded by the ELINT Staff Officer for PRC approval. The expenditures allocated to individual Agency components (DD/P, DD/I and Commo) for each year would be obligated by the approving authority of the component concerned on a project or program basis. The approval of each individual project was to be coordinated with the ELINT Staff Officer so that he would be kept informed of the progress of the Program and be in a position to inform the DCI of ELINT expenditures on a yearly basis. This procedure conforms to normal Agency and office budgetary planning cycles and is considered sound.

It is recommended that:

The allocation and expenditure of Agency funds for ELINT activities be considered as a part of normal Agency and office budgetary planning cycles with the proviso that the approval of each individual project be coordinated with the ELINT Staff Officer for determination as to its validity in terms of the Agency's over-all ELINT Program and to permit him to keep the DCI advised as to total expenditures for Agency ELINT activities.

c. There is a basic conflict between the philosophy and concepts inherent in the original Agency ELINT Program and those of Agency ELINT activities as they exist today. Formulation of the original Program was governed by the premise that ELINT was merely a new and effective technique for the collection of needed intelligence which could and should be adopted by the Agency where applicable to its covert operations. Any attempt to assign specific sensitivity or special security to the ELINT Program or to adopt special or separate organizational units and command channels is not

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only unnecessary and unsound but will seriously limit the Agency's ELINT potential. To expand this simple and direct concept to a new and cumbersome special activity is to create and duplicate all of the worst aspects of the COMINT Program as it exists today. The Program as originally conceived can be effectively and efficiently implemented within the established organizational framework of each component involved provided immediate steps are taken to define specific intra-Agency responsibilities and provided the services of the ELINT Advisory Committee are used to relate the various potentials and capabilities of Agency components to the Program as a whole. Since the original Program has not been implemented as proposed, and the capabilities of the various Agency components involved (particularly those of the Office of Communications) have changed during the past year, it is considered desirable that the Program be re-evaluated and re-cast in terms of current Agency capability and the recently established national ELINT effort.

It is recommended that:

The DCI direct that the ELINT Staff Officer, in conjunction with the ELINT Advisory Committee, review the original Agency ELINT Program and incorporate such revision as may be necessary to conform to current Agency capabilities for re-submission for DCI approval no later than 15 April 1956.

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